



FEDERAL ELECTION COMMISSION  
WASHINGTON, D C 20463

**CERTIFIED MAIL**  
**RETURN RECEIPT REQUESTED**

SEP 14 2004

Patricia Lichfield

Toquerville, UT 84774

RE: MUR 5333

Dear Ms. Lichfield:

On November 21, 2002, the Federal Election Commission notified you of a complaint alleging violations of certain sections of the Federal Election Campaign Act of 1971, as amended ("the Act"). A copy of the complaint was forwarded to you at that time.

Upon further review of the allegations contained in the complaint, and information provided by you, the Commission, on June 30, 2004, found that there is reason to believe you violated 2 U.S.C. § 441f, a provision of the Act. The Factual and Legal Analysis, which formed a basis for the Commission's finding, is attached for your information. Also on June 30, 2004, the Commission determined to take no action at this time with respect to you regarding the allegation in the complaint that you violated 2 U.S.C. § 441a(a)(1)(A).

The Commission initially notified you of these actions through your counsel of record, J. Curtis Herge, who has since withdrawn as your counsel in this matter. Accordingly, the Commission is notifying you directly. If you intend to be represented by new counsel, please advise the Commission by completing the enclosed form stating the name, address, and telephone number of such counsel, and authorizing such counsel to receive any notifications and other communications from the Commission.

You may submit any factual or legal materials that you believe are relevant to the Commission's consideration of this matter. Please submit such materials to the General Counsel's Office within 15 days of your receipt of this letter. Where appropriate, statements should be submitted under oath. In the absence of additional information, the Commission may find probable cause to believe that a violation has occurred.

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Requests for extensions of time will not be routinely granted. Requests must be made in writing at least five days prior to the due date of the response and specific good cause must be demonstrated. In addition, the Office of the General Counsel ordinarily will not give extensions beyond 20 days.

This matter will remain confidential in accordance with 2 U.S.C. §§ 437g(a)(4)(B) and 437g(a)(12)(A) unless you notify the Commission in writing that you wish the matter to be made public.

If you have any questions, please contact Mark Allen, the attorney assigned to this matter, at (202) 694-1650. During the period September 10 through October 8, 2004, please contact Cynthia Tompkins, Assistant General Counsel, at the same number.

Sincerely,



Bradley A. Smith  
Chairman

Enclosures  
Designation of Counsel Form  
Factual and Legal Analysis

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1 **FEDERAL ELECTION COMMISSION**

2 **FACTUAL AND LEGAL ANALYSIS**

3  
4 RESPONDENT: Patricia Lichfield

MUR 5333

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7 **I. GENERATION OF MATTER**

8 This matter was generated by a complaint filed with the Federal Election Commission by  
9 Scott Clayton. *See* 2 U.S.C. § 437g(a)(1).

10 **II. FACTUAL AND LEGAL ANALYSIS**

11 **A. Complaint and responses and other available information**

12 The complaint alleges that Patricia Lichfield and nine other individuals with the last  
13 name Lichfield each made excessive contributions to John Swallow for Congress ("Committee").  
14 The complaint listed each Lichfield as contributing \$3,000 to the Committee. The Committee  
15 disclosed the receipt of \$3,000 from each Lichfield on January 23, 2002. In each case \$1,000  
16 was designated for each of the convention, primary and general elections. Therefore, these  
17 contributions on their face are within the limits of 2 U.S.C. § 441a(a)(1)(A).

18 The available information includes copies of ten \$3,000 "official check[s]" (resembling  
19 money orders or cashier's checks) dated January 19, 2002. Each identifies "Robert Browning  
20 Lichfield" as "purchaser." This is presumably Robert B. Lichfield. Each of the checks contains  
21 similar handwriting naming a Lichfield contributor, e.g., "from: Patricia Lichfield." On the  
22 "Purchaser Copy"<sup>1</sup> of each check is a notation designating \$1,000 apiece for each of the three  
23 elections.

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<sup>1</sup> The Purchaser Copy closely resembles the check itself and appears to serve as a receipt

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1 The available information also includes a letter from the Committee's treasurer addressed  
2 to Robert B. Lichfield dated March 15, 2002. After thanking Mr. Lichfield for the contribution,  
3 the letter said:

4 The strict laws of the Federal Election Commission state that no one can make a  
5 contribution on behalf of someone else. However, the check was drawn on only one  
6 account. Please confirm to us in writing that the \$3,000 contribution was from your  
7 personal funds.  
8

9 The letter provides fields for each Lichfield's signature and date. The completed fields contain  
10 the signatures of all ten Lichfields dated March 20, 2002.

11 Patricia Lichfield submitted a response to the complaint, stating a belief that she had  
12 followed "the regulations of the FEC" in contributing \$1,000 for each of the three elections  
13 involving John Swallow.<sup>2</sup> Her response also states that the Swallow campaign assured her,  
14 before her contributions, "that this would be within the regulations of the FEC." Attached to  
15 Patricia Lichfield's response was a "Receipt Transaction List," apparently from a Committee  
16 database, that listed her contributions as \$1,000 for each of the convention, primary and general  
17 elections.

18 **B. Analysis of contributions**  
19

20 It appears from the official checks that Robert B. Lichfield paid for all \$30,000 of the  
21 Lichfield contributions. Each of the ten Lichfields made their \$3,000 in contributions to the  
22 Committee through a \$3,000 official check listing Robert Browning Lichfield as the purchaser.  
23 Aside from Mr. Lichfield's own contribution, there is no indication on the face of these  
24 instruments that the funds are in fact those of the named contributor. The only relation these  
25 official checks appear to have to the named contributors is the handwriting naming a Lichfield

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<sup>2</sup> Patricia Lichfield's response is undated and was received on December 16, 2002.

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1 contributor, e.g., "from: Patricia Lichfield." Finally, that handwriting on all ten checks appears  
2 to be that of the same person.

3         Paying for the contributions of others is prohibited by the Federal Election Campaign Act  
4 of 1971, as amended ("the Act"), as is knowingly permitting one's name to be used to effect such  
5 a contribution, and knowingly accepting such a contribution. *See* 2 U.S.C. § 441f.

6         Although the Committee obtained a statement apparently signed by all ten Lichfield  
7 contributors that the contributions were made from their personal funds, the available  
8 information does not explain or document how each Lichfield could have contributed \$3,000 of  
9 their own funds if the official checks were all purchased by Robert B. Lichfield. Nor does the  
10 information describe the source of funds used by Mr. Lichfield to purchase the official checks.  
11 Thus, the available information indicates that Robert B. Lichfield may have made contributions  
12 in the names of Patricia Lichfield and the other eight Lichfields. *See* 2 U.S.C. § 441f. In  
13 addition, Patricia Lichfield may have knowingly permitted her name to be used to effect Robert  
14 B. Lichfield's contributions on her behalf. *See id.*

15         Therefore, there is reason to believe that Patricia Lichfield violated 2 U.S.C. § 441f.

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